



U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)

AFGHANISTAN – Complex Emergency

Situation Report #02, Fiscal Year (FY) 2003

December 18, 2002

Note: This Situation Report updates previous Central Asia Situation Reports released in FY 2001 and FY 2002. New information is italicized.

BACKGROUND

Two decades of war in Afghanistan, including a decade-long Soviet occupation and ensuing civil strife, left Afghanistan impoverished and mired in an extended humanitarian crisis. A devastating four-year regional drought compounded the crisis, drying up wells, parching agricultural land, killing off livestock, collapsing rural economies, and eventually exhausting the coping mechanisms of many ordinary Afghans, forcing them to leave their homes in search of food and water. International relief agencies, with support from the United States (U.S.), have long been active in providing humanitarian assistance to the Afghan people, even during the restrictive years of the Taliban. The U.S. Agency for International Development's Disaster Assistance Response Team (USAID/DART) began its emergency coordination work in response to the regional drought in June 2001. USAID/OFDA continues to assess the humanitarian needs of vulnerable Afghans, and to monitor the relief programs of its implementing partners.

Afghanistan: Numbers at a Glance

<b>Total population</b> (CIA Factbook).....	26,813,057	<b>Internally Displaced</b> (UNHCR)	
<b>Old Caseload Refugees as of August 2001</b> (UNHCR)		Estimated caseload as of October 2002 .....	725,262
Pakistan and Iran .....	3,500,000	North and west .....	118,410
<b>Refugee Returns Since January 1, 2002</b> (UNHCR)		Center and east .....	193,691
Pakistan (vol. assisted since March 1) .....	1,529,953	South and southeast.....	413,161
Iran (voluntary assisted since April 9) .....	256,360	<b>Internally Displaced Returns Since Jan. 1, 2002</b> (IOM)	
Central Asian states .....	10,000	Total as of August 31, 2002 (vol. assisted)...	230,000
		Total since December 2001 (spontaneous)...	400,000

FY 2001 - 2003 U.S. Government Humanitarian Assistance to Afghanistan\* ..... \$734,468,682

CURRENT SITUATION

**Overview.** The United Nations (U.N.) extended its peacekeeping mission for another year. Rockets were fired into Kabul on six occasions with no reported injuries, while a student protest in the capital resulted in two deaths. Several criminal attacks against the humanitarian community were reported. Instability and factional fighting continued sporadically in the north, as repeated attempts were made to disarm the rivals. In the west, factional clashes ended in a truce after more than 50 civilian deaths. Snow fell in the highlands as winter preparedness activities continued. Pre-positioning of food in inaccessible areas is nearly complete and distribution of non-food items has begun. Cold temperatures led to the deaths of 10 Afghan children living in camps on the Pakistani border. Refugee returns have slowed to a trickle. There have been no reports of large-scale population movements, although drought and insecurity continue to displace some families. A new survey of maternal mortality shows disturbingly high rates in remote rural areas.

**Political/Military.** According to the U.N. Assistance Mission in Afghanistan (UNAMA), U.N.-monitored

*disarmament commissions have collected more than 6,000 small arms and 30 tanks in the northeastern province of Kunduz since November 10. No figures are available for the other three northeastern provinces that are also disarming. In the northern provinces of Samangan and Balkh, disarmament has proceeded at a slower pace, with more some 1,000 light and heavy weapons collected since November 21. Disarmament in Faryab Province commenced November 28.*

*On November 27, the U.N. Security Council voted unanimously to extend the mandate of the International Security Assistance Force (ISAF) for an additional year starting December 20. Germany and The Netherlands have offered to jointly assume command of ISAF for six months following the end of current leader Turkey's mandate. There are no plans to extend ISAF's mandate beyond Kabul.*

**Security.** According to news reports, two Coalition soldiers suffered injuries on December 17 when a grenade was thrown into their vehicle in Kabul. Rockets were fired into Kabul city on six occasions between November 21 and December 4, with no injuries reported. On November 22, Afghan officials

arrested a man in Kabul carrying 40 kilograms of explosives. The man was allegedly plotting an assassination attempt against an Afghan leader. According to news reports, more than 45 kilograms of explosives were discovered on November 18 at the Sarobi Dam east of Kabul, a primary source of electricity for the capital city. On November 11, a demonstration in the evening hours by students protesting poor conditions at Kabul University turned violent, resulting in clashes with police and the deaths of at least two students. On November 3, local authorities lifted the nighttime curfew in Kabul, although the U.N. curfew remains in place.

According to UNAMA, unknown men threw two grenades on December 2 into the U.N. compound in the city of Gardez, Paktia Province causing damage but no injuries. UNAMA reports two international aid workers were robbed and brutally assaulted by armed men who stopped their vehicle 20 kilometers northwest of Kabul on November 22. In early November, two international aid workers were stopped southwest of Kabul and blindfolded by armed men who said they objected to aid agencies efforts to assist Afghan women. The workers were released unharmed. On November 24, an international aid worker was reported in the local press to have been killed in northern Balkh Province. Details of the incident are unconfirmed. On November 8, thieves in Shah Wali Kot, Kandahar Province, killed a local staff member of an international NGO.

On December 2, officials of President Hamid Karzai's government brokered a truce in the west between the forces of Herat Governor Ismail Khan and rival commander Ammanullah Khan. The rival forces had clashed with heavy weaponry for three days in the valley of Zar-e-Koh near Shindand, killing more than 50 civilians and displacing more than 2,500. The latest clashes follow the shelling of a local market in Zar-e-Kot on November 1 that killed two Afghans and injured 15 others. On December 1, Coalition forces in the area came under fire and responded with airstrikes.

On November 21, the Security Commission in the northern city of Mazar-e-Sharif, which includes representatives from the major regional factions as well as a representative of UNAMA, met and agreed upon the establishment of a Commission for Disarmament and a Commission for Formation of the National Army. The agreement follows the recent deaths of more than 30 Afghans in renewed fighting across the north, and the uncertain implementation of cease-fire and disarmament efforts by forces loyal to Abdul Rashid Dostum's Junbish party and Ustad Mohammed Atta's Jamiat party. Insecurity in some northern centers has hindered deliveries of food aid.

Increased incidences of armed banditry have been reported in several parts of the country. In the north, the Shiberghan to Maimana, the Khulm to Kunduz, and the Mazar to Dar-e-Suf roads are reported to be unsafe at night. In the west, U.N. travel on the Herat to Farah road is restricted to daylight hours following the robbery of four NGO staff members. In Badghis Province, the warehouse of an international NGO was looted in early November. In Ghor Province, several NGOs report having been stopped on the road by armed men demanding greater assistance. In Laghman Province in the east, banditry is reported to be a major concern. In Wardak province in mid-November, a group of armed men hijacked and stole a vehicle belonging to an international aid agency, mirroring a similar incident in Ghazni Province one week earlier. In Lowgar Province, armed men looted the offices of an international NGO in early November. Frequent attacks along the Jalalabad to Kunar road have been reported. In late October, armed men were unsuccessful in an attempt to break into a U.N. compound in Kunduz. In the south, Coalition activity north of Kandahar closed the road to Sayvid Halim. On December 8, armed men in Zabul Province robbed a convoy of Afghan refugees returning from Iran.

In other incidents, two small explosions were reported in Khost city on December 12. In Takhar Province, a mine exploded in a mosque injuring five Afghans. An explosion also shook the money exchange market in Kandahar city on November 21, injuring 11 people. After some weeks of relative calm, rockets were fired November 14 at Coalition forces in Gardez, Paktia Province. Coalition forces were also fired upon in separate incidents in Uruzgan and Khost provinces. Minor clashes between rival local factions have been reported in the provinces of Nangarhar and Helmand. In Kunar Province, several tents used for schools were burned down, following similar incidents in Wardak, Kandahar and Sar-e-Pul provinces. In the northeast, the U.N. reported that minority ethnic Gujar nomads are suffering from harassment. Forced recruitment and illegal taxation by local commanders continues in Faryab Province. A short outbreak of factional fighting was reported in the southern province of Nimruz, suspending U.N. missions to Gamser town.

**Winter Preparation.** The Ministry of Rural Rehabilitation and Development (MRRD), in cooperation with UNAMA, the U.N. Joint Logistics Center (UNJLC) and other U.N. agencies, NGOs, and national and provincial authorities, are working to implement a common humanitarian assistance strategy for the winter. The Winter Preparedness Plan aims to address: urban winter issues affecting recently returned refugees; rural winter issues, including

improving access and pre-positioning of food and non-food supplies in areas that will become cut-off by heavy snows; the potential for refugees or internally displaced persons (IDPs) who returned to their areas of origin but found insufficient assistance to re-displace; the needs of those still displaced by drought or violence; and the special needs of Kuchi nomads. The plan targets roughly two million Afghans at risk.

*The MRRD/UNAMA Winter Operational Task Force reports that more than 90 percent of the tents and plastic sheeting needed to assist the winter vulnerable population have been stocked in the main cities around the country. More than 75 percent of the needed blankets have been procured, with the remainder due before the end of December. Stoves are being assembled in local markets across the country, with roughly half of the needed stoves for winter completed. A plan has been developed for the excavation and provision of coal for heating, with the first deliveries of coal expected by the third week in December. In some places kerosene will be used. Identification of beneficiaries for winter assistance is ongoing, with a network of NGOs handling distributions. Distributions are underway in several areas of the north, south and west. The U.N. High Commissioner for Refugees (UNHCR) is stockpiling contingency non-food items for use in emergency situations. UNICEF is pre-positioning warm clothing and Vitamin C tablets, and the World Health Organization (WHO) is establishing 12 mobile clinics in three western provinces.*

*Work is ongoing by the Ministry of Public Works (MPW), UNJLC, and the U.N. Office of Project Services (UNOPS) to coordinate cash-for-work emergency road repair, snow clearance, and equipment maintenance at base camps and hubs around the country. More than 120 roads have been identified as needing to be repaired and kept open during the winter. According to the MRRD, progress has been made on 70 percent of these roads. Snow has begun to fall in many parts of the country. The road to Khost-wa-Firing district in western Baghlan Province was temporarily blocked by snow in mid-November, while heavy snow in late November temporarily blocked a World Food Program (WFP) convoy in Kohistanat, Faryab Province. Several passes in the central highlands were blocked in early December. The MPW and USAID/OFDA-funded grantee ACTED are keeping the Salang Tunnel and its approaches free of snow. Access to the tunnel is restricted for repairs during night hours.*

*The World Food Program (WFP) reports it has pre-positioned 52,572 metric tons (MT) of food assistance throughout the country in winter inaccessible areas to help meet the needs of 1.3 million rural Afghans. The*

*International Committee of the Red Cross (ICRC) has pre-positioned an additional 24,667 MT of food in the central highlands, primarily in Ghor Province.*

***Food Aid and Agriculture.*** *WFP reports that it will have sufficient cereals to cover its requirements through March 2003, following the most recent contribution by USAID. After this date, 48,000 MT of cereal and 4,800 MT of pulses will be needed in new contributions to cover the pre-harvest 'hungry season'.*

According to the WFP 2002-2003 Vulnerability and Analysis Mapping (VAM) assessment, four million Afghans in rural communities are estimated to face a food deficit during the next 12 months. This figure does not include vulnerable Afghans living in urban areas, returnees, or IDPs. WFP will conduct an Urban Vulnerability Assessment in December and January. Data from this year's U.N. Food and Agriculture Organization (FAO)/WFP Crop and Food Supply Assessment indicate that more than six million of the most vulnerable Afghans countrywide will continue to require targeted food assistance. In addition to the effects of drought, other persistent factors such as rural indebtedness, loss of productive assets, and lack of purchasing power contribute to high food insecurity.

***IDPs and Refugees.*** *Nearly 1.8 million Afghan refugees have been assisted in returning home through the joint UNHCR and Afghan government voluntary repatriation program that began in March. More than 1.5 million Afghans have voluntarily returned from Pakistan, while some 250,000 Afghans have chosen to return home from Iran. According to UNHCR, 70 percent of returnees have been destined for the central or eastern provinces and more than 60 percent of returnees are under the age of 18. Recent returns are sharply down due to the coming winter and insecurity in some parts of the country. In November, only 16,000 refugees returned, less than one third the number in October. Of these, 12,000 returnees came from Iran, while 4,000 came from Pakistan. UNHCR anticipates a continued decline in returns until spring, when the pace should increase. The governments of Afghanistan and Pakistan have provisionally agreed to repatriate within the next three years the more than 1.8 million Afghan refugees remaining in Pakistan.*

*Unusually cold winter temperatures in early December in the Spin Boldak IDP camps along the Pakistani border resulted in the deaths of at least 10 Afghan children. All of the children were living in tents rather than mud shelters. UNHCR and the Afghan Ministry of Repatriation and Refugees responded by sending 3,500 quilts and 3,500 blankets to the camp, and stockpiling an additional 25,000 blankets and other relief items in Kandahar. Aid to Spin Boldak had recently been*

reduced as UNHCR moved roughly half of the IDPs to a more suitable site at Zhare Dasht. Those remaining in Spin Boldak had either found employment in the area or were waiting until after winter to move.

While IDP return registrations have slowed with the onset of winter, the International Organization for Migration (IOM) continued to assist IDPs who wished to return home in October. In central Afghanistan, IOM facilitated the return of 713 IDPs from Kabul and Ghazni. In northern Afghanistan, 12 return convoys took place in October, assisting some 2,888 IDPs back to their places of origin. However, a further 13,630 IDPs scheduled for return from Samangan, Balkh, Jowzjan, and Kunduz, provinces are pending security clearances from their respective return destinations. Since January, UNHCR and IOM have helped more than 230,000 IDPs return to their homes. Across the country, UNHCR reports that some 725,000 IDPs remain displaced.

Following reports of possible starvation and population movements in the southern province of Zabul, a joint Afghan government and humanitarian assistance community assessment mission traveled to the area on November 3-5. The mission found the situation to be serious, but controllable. Shortages of potable and agricultural water due to drought, an exhaustion of traditional coping mechanisms, and high food insecurity in some villages had increased the vulnerability of those who had not displaced several months ago with the able-bodied population in search of work. Additional assistance is now being directed to the province. Another joint assessment mission to Kohband valley in Ghazni Province also found severe effects from drought and the need for more assistance.

UNAMA reports that so far this winter there have been far fewer new IDP arrivals at the western camps in Herat compared to last year. Reports continue of a small number of Afghans migrating out from the central highlands due to drought or insecurity. UNHCR reports approximately 90 Afghan families a week were recorded in October crossing into Pakistan to spend the winter, down from 200 a week recorded in September.

**Health.** On November 7, results from a survey conducted by UNICEF and the U.S. Centers for Disease Control and Prevention (CDC) studying the profile of maternal mortality in four provinces of Afghanistan found an average of 1,600 maternal deaths per 100,000 live births, one of the highest rates in the world. More than half of all deaths of women between the ages of 15 and 49 were attributed to complications in pregnancy or childbirth. The survey also revealed that when the mother of a newborn infant

dies, the child has only a one in four chance of surviving until its first birthday. Only seven percent of the women who had died gave birth with the help of an attendant, and only four percent of these mothers were literate. Maternal mortality rates were found to vary substantially by region, reflecting differences in access to resources and health care between rural and urban areas. The rate in remote Badakhshan Province was found to be 6,500 per 100,000 live births, the highest ever reported globally.

A second WHO team traveled to Darwaz district in Badakhshan province to investigate a suspected outbreak of whooping cough. In three villages, the team registered 17 deaths and 93 children under the age of 12 with symptoms. A previous WHO team had reported 61 deaths and 68 children with symptoms in seven other villages (out of a total population of 1,500). The children were treated with antibiotics, and WHO, together with the Ministry of Health, is looking at long-term vaccination strategies for the population.

WHO confirmed a late outbreak of a dangerous variant of malaria occurred in the Kharkane sub-district of Badghis Province in mid-October. WHO and the Afghan Ministry of Health responded immediately with treatment. The latest round of the National Immunization Days (NID) campaign against polio was held October 22-24. Some 5.9 million children under age five were targeted to receive the polio vaccine.

## USG HUMANITARIAN ASSISTANCE

**Background.** On October 4, 2001, Assistant Secretary of State for South Asian Affairs Christina B. Rocca redeclared a complex humanitarian disaster in Afghanistan for FY 2002. To date, FY 2001 and FY 2002 USG humanitarian assistance for Afghanistan has been provided by USAID/OFDA, Food for Peace (USAID/FFP), Democracy & Governance (USAID/DG), Office of Transition Initiatives (USAID/OTI), U.S. Department of Agriculture (USDA), Department of State's Bureau of Population, Refugees, and Migration (State/PRM), State's Humanitarian Demining Program (State/HDP), State's Bureau of International Narcotics and Law Enforcement Affairs (State/INL), the Department of Defense (DOD), and the CDC.

**New Actions.** State/PRM is providing \$1,171,226 in FY02 carryover funding to the NGO Shelter for Life (SFL) in support of winterization assistance for 60,000 returning refugees, IDPs, and vulnerable Afghans in Kabul, Takhar, and Kunduz provinces.

**USAID/OFDA ASSISTANCE**

**New Actions.** USAID/OFDA is providing \$2,083,388 to the NGO Cooperative Housing Foundation (CHF) in support of urban shelter and winterization activities for 70,000 vulnerable Afghans in Kabul.

USAID/OFDA is providing \$608,614 to SFL in support of urban shelter and winterization activities in Faizabad, Herat, and Kunduz.

USAID/OFDA is providing \$664,274 to SFL in support of winter heating assistance for up to 100,000 Afghans in the west, southeast, and east.

USAID/OFDA is providing an additional \$212,868 to SFL in support of its ongoing reconstruction of 5,000 homes for those affected by the March earthquake in Nahrin, Baghlan Province.

USAID/OFDA is providing \$1 million to the U.N. Office of Project Services in support of cash-for-work emergency road repair and snow clearance efforts countrywide.

USAID/OFDA is providing \$400,000 to World Vision in support of its provision of emergency winterization shelter kits to vulnerable Afghans in Badghis Province.

**USAID/OFDA HUMANITARIAN ASSISTANCE TO AFGHANISTAN**

USG AGENCY	IMPLEMENTING PARTNER	ACTIVITY	REGION	AMOUNT
<b>AFGHANISTAN - COMPLEX EMERGENCY FY 2003</b>				
<b>USAID/OFDA</b>				
	Cooperative Housing Foundation (CHF)	Urban shelter and winterization	Kabul	\$2,083,388
	Shelter for Life (SFL)	Urban shelter and winterization	Faizabad, Herat, Kunduz	\$608,614
	SFL	Shelter reconstruction (Nahrin)	Baghlan	\$212,868
	SFL	Winter heating assistance	West, Southeast	\$664,274
	UN Office of Project Services (UNOPS)	Emergency road repair and snow clearance	Countrywide	\$1,000,000
	World Vision	Emergency shelter winterization	Badghis	\$400,000
<b>Total FY 2003 USAID/OFDA .....</b>				<b>\$4,969,144</b>
<b>USAID/FFP</b>				
	WFP	30,000 MT Wheat		\$13,700,000
<b>Total FY 2003 USAID/FFP .....</b>				<b>\$13,700,000</b>
<b>Total FY 2003 USG Humanitarian Assistance to Afghanistan.....</b>				<b>\$18,669,144</b>

USG AGENCY	IMPLEMENTING PARTNER	ACTIVITY	REGION	AMOUNT
<b>AFGHANISTAN - COMPLEX EMERGENCY FY 2002</b>				
<b>USAID/OFDA</b>				
	Action Contre la Faim (ACF)	Health and Nutrition	Central	\$1,705,030
	ACTED	Emergency relief, Salang	Northeast	\$9,367,454
	Airserv	Air Transport Services	Countrywide	\$1,574,756
	CARE	Food, livelihoods, water, and health	Central, South	\$4,892,244
	Concern Worldwide	Shelter, seeds and tools, agriculture, income generation activities	Northeast	\$2,940,661
	Catholic Relief Services (CRS)	Non-food items	Central Highlands	\$988,087
	Church World Service(CWS)	Transport of non-food items		\$49,902
	Focus/Aga Khan Foundation	Seeds, water, food	Central, North	\$1,436,134

USG AGENCY	IMPLEMENTING PARTNER	ACTIVITY	REGION	AMOUNT
GOAL		Emergency relief, locust eradication, winterization, agriculture	Samangan and Jowzjan	\$8,600,000
	International Center for Agricultural Research in Dry Areas (ICARDA)	Seed multiplication	Countrywide	\$2,525,000
	International Committee of the Red Cross (ICRC)	Food, non-food items	Countrywide	\$2,500,000
	International Medical Corps (IMC)	Health care, supplemental feeding, water, agriculture	West, Central	\$7,996,405
	International Organization for Migration (IOM)	Food, non-food items, charcoal, IDP transport, care, and support	West, North	\$4,632,073
	International Rescue Committee (IRC)	Health, food, water, roads	North, Balkh, Ghor	\$8,242,779
	International Resource Groups (IRG)	Food Augmentation Team		\$614,820
	Mercy Corps	Food, non-food items, water, sanitation, agriculture, livestock	South, Northeast	\$6,751,653
	Save the Children (SC/US)	Nutrition, food, health, spot reconstruction	South, West, North	\$5,651,312
	Shelter for Life (SFL)	Shelter and roads	West, Northeast	\$4,649,008
	Solidarites	Emergency rehabilitation	North, Central	\$1,739,115
	Tufts University	Assessment Mission	South, West	\$201,868
	UNCHS/Habitat	Cash for work, solid waste removal	Urban	\$382,850
	UN Food and Agriculture Organization (UNFAO)	Agriculture, seeds, locust and sunn pest eradication	Countrywide	\$4,200,000
	UNICEF	Nutrition, health, water, sanitation	Countrywide	\$4,150,000
	UN Office for the Coordination of Humanitarian Affairs (UNOCHA)	Coordination	Countrywide	\$2,685,150
	World Food Program (WFP)	Logistics, air services, local purchase food (15,000 MT)	Countrywide	\$18,200,000
	Field Support	Operational support for USAID/OFDA team		\$1,900,953
	Airlifts and OFDA relief commodities	Procurement and/or transport of relief supplies		\$4,026,634
	Central Asia Task Force Allowance	Transfer to USAID/Central Asia Task Force to support airlift of textbooks		\$742,000
<b>Total FY 2002 USAID/OFDA .....</b>				<b>\$113,345,576</b>

AFGHANISTAN - COMPLEX EMERGENCY FY 2001-2002	FY 2001	FY 2002
USAID/OFDA	\$12,485,791	\$113,345,576
USAID/FFP	\$31,200,000	\$159,472,700
USAID/OTI	-----	\$24,348,951
USAID/DG	\$310,000	-----
STATE/HDP	\$2,800,000	\$7,000,000
STATE/PRM	\$31,088,659	\$137,715,401
STATE/INL	\$1,500,000	-----
USDA	\$104,300,000	\$38,651,516
DOD	-----	\$50,897,769
CDC	\$569,525	-----
<b>Total USG Assistance by Fiscal Year</b>	<b>\$184,253,975</b>	<b>\$531,431,913</b>

<b>FY 2001/ 2002 / 2003 SUMMARY</b>	
<b>Total USG Humanitarian Assistance to Afghanistan for FY 2001* .....</b>	<b>\$184,367,625</b>
<b>Total USG Humanitarian Assistance to Afghanistan for FY 2002* .....</b>	<b>\$531,431,913</b>
<b>Total USG Humanitarian Assistance to Afghanistan for FY 2003 .....</b>	<b>\$18,669,144</b>
<b>Total USG Humanitarian Assistance to Afghanistan for FY 2001-2003.....</b>	<b>\$734,468,682</b>

\*Note: Detailed breakdowns of FY01 and FY02 assistance are available in previous Central Asia Situation Reports.




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USAID/OFDA situation reports and fact sheets can be obtained from the USAID web site at  
[http://www.usaid.gov/hum\\_response/ofda/situation.html](http://www.usaid.gov/hum_response/ofda/situation.html)